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ABSTRACT

The Pennsylvania Task Force on Two-Year Postsecondary Education, whose members represented the public at large and all segments of postsecondary education, was commissioned to recommend a rationale for the orderly development of two-year programs to meet the needs of Commonwealth residents; to identify the most effective means of providing two-year postsecondary education for all residents of the Commonwealth; to recommend a method of financing two-year educational programs; and to suggest measures for the eradication and avoidance of unnecessary and costly program duplications. The introductory chapters of the report define two-year postsecondary education, analyze existing institutions according to enrollments, locations, and services provided, and present the rationale and goals for two-year postsecondary education. The chapter on effective means of providing low-cost, easily accessible two-year postsecondary education discusses interinstitutional cooperation and consortia, the extension of program offerings at existing institutions, and state-level contracting with in-state private institutions and with institutions outside the state. Subsequent chapters discuss financial aid to students and to institutions, and methods of avoiding program duplication. The final chapters include recommendations and additional comments by Task Force members. (Author/DC)

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Task Force Report on Two-Year Postsecondary Education in Pennsylvania

November 1974

JC 750 383

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Department of Education
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Office of Higher Education
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ASSISTANT COMMISSIONER
FOR HIGHER EDUCATION

November 7, 1974

Mr. Donald Rappaport
Chairperson
State Board of Education

Mr. John C. Pittenger
Secretary
Department of Education

Mr. Jerome M. Ziegler
Commissioner
Office of Higher Education

Dear Sirs:

It is my pleasure to transmit herewith the report of the Task Force on Two-Year Postsecondary Education. Members of this Task Force were appointed by Commissioner Ziegler at the request of the Council of Higher Education, State Board of Education, November 8, 1973.

In its work and deliberations, the Task Force was keenly aware of the charges made by Mr. Jerome M. Ziegler, Commissioner of Higher Education, Mr. John C. Pittenger, Secretary of Education and Mr. James Rowland, Chairperson of the Council of Basic Education. These charges were:

> Recommend a rationale for the orderly development of two-year programs to meet the needs of Commonwealth residents.
>
> Identify the most effective means of providing postsecondary education at the two-year level for all residents of the Commonwealth.
>
> Recommend a method of financing two-year educational programs.
>
> Suggest measures for the eradication and avoidance of unnecessary and costly duplication of programs.

To respond to these charges, the entire Task Force met 10 times and several subcommittees met to investigate problems or to resolve related issues. Department staff supporting the Task Force collected data, developed extensive studies and wrote numerous drafts of proposals and recommendations for consideration of the Task Force.

The final report was prepared through the collective efforts of the Task Force and Department staff. Many of the recommendations can be implemented

with ease; however, some will require major policy changes affecting the postsecondary education community in Pennsylvania. There seem to be few universal truths and no easy solutions for bringing two-year postsecondary education within reasonable access to all residents of the Commonwealth of Pennsylvania.

Despite the complexity and difficulty of the charge, members of the Task Force and Department staff have served admirably well. Knowing that each person associated with this report has dedicated much effort at great personal and professional cost, I commend each of them and endorse their report to you for your consideration and implementation.

Sincerely,

Harold C. Wisor

Harold C. Wisor

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Introduction

INTRODUCTION

On November 8, 1973, the State Board of Education's Council of Higher Education requested the commissioner of Higher Education to form a committee to study two-year postsecondary education in the Commonwealth with particular regard to the moratorium on new programs established in May of 1973. The commissioner appointed a 21-member Task Force representative of all segments of postsecondary education and the public at large.

At its first meeting on January 15, 1974, the Task Force was charged with four major responsibilities:

- Recommend a rationale for the orderly development of two-year programs to meet the needs of Commonwealth residents.
- Identify the most effective means of providing postsecondary education at the two-year level for all residents of the Commonwealth.
- Recommend a method of financing two-year educational programs.
- Suggest measures for the eradication and avoidance of unnecessary and costly duplication of programs.

To accomplish these, the Task Force developed a working definition of postsecondary education in Pennsylvania; described its basic objectives; identified the problems of providing it initially to all citizens; weighed the existing pluralistic structure of postsecondary education against the educational needs of the citizens and finally, recommended a series of changes. Each of the recommendations is intended to build on the existing system to meet the emerging needs for two-year postsecondary education.

The Task Force acknowledges its debt to the Pennsylvania Department of Education staff whose work provided the raw material for this report. The Task Force members and the support staff drew information from many publications. Among those were the various Carnegie Commission reports, *Financing Postsecon-*

dary Education in the United States by the National Commission on the Financing of Postsecondary Education, *A Comprehensive Proposal for Financing Higher Education in Pennsylvania* by the Pennsylvania Association of Colleges and Universities (PACU), and the *Final Report to the General Assembly and the Board of Regents* by the Citizen's Task Force on Higher Education, State of Ohio, May 1, 1974. Several Task Force members also prepared position papers for discussion purposes.

A subcommittee of the Task Force visited the University of Pittsburgh at Johnstown, Cambria-Rowe Business College and Greater Johnstown Area Vocational-Technical School--all in Cambria County--to explore the feasibility of establishing cooperative two-year postsecondary education programs in that area. A similar visit for the same purpose was made to Lackawanna County. The subcommittee met with the presidents of Keystone Junior College, Lackawanna Junior College, the Johnson School of Technology and the director of Worthington Scranton Campus of The Pennsylvania State University.

Chapter 1

Definition and Overview

CHAPTER 1

DEFINITION AND OVERVIEW

This chapter defines two-year postsecondary education, describes existing institutions which deliver two-year postsecondary education and places in context the basic issues confronted by the Task Force.

The Task Force definition:

> *Two-year postsecondary education consists of learning opportunities offered by educational institutions that primarily serve persons beyond the compulsory school attendance age either through programs that lead to something less than a baccalaureate degree upon completion or that constitute the first two years of a baccalaureate degree program.*

Obviously, no definition could encompass every imaginable educational experience a person might encounter beyond compulsory school attendance age. It does not include, for example, the on-the-job training programs operated by many segments of business, industry and unions.

Some form of two-year postsecondary education, as defined above, is delivered in Pennsylvania by the following types of institutions:

- State colleges and universities and their branch campuses and centers.
- State-related universities and their branch campuses and centers.
- Community colleges.
- Private four-year colleges.
- Private junior colleges.
- Degree-granting proprietary business and/or technical schools or colleges.
- Nondegree granting proprietary business and/or technical schools.
- Vocational-technical schools offering adult education programs.
- Armed forces schools.
- Hospital nursing schools.

- Licensed correspondence schools.
- Cosmetology schools.

STATE COLLEGES AND UNIVERSITY

The 14 state colleges and university are primarily responsible for baccalaureate instruction together with some work at the master's level. Two-year associate degree programs at these institutions are limited. These institutions, having a total of five branch campuses, are also engaged in offering continuing education courses or programs. In fall 1973, this segment enrolled a total of 37,505 lower-division students with a total full-time equivalent (FTE) of 35,355.

STATE-RELATED UNIVERSITIES

There are four state-related universities: The Pennsylvania State University, the University of Pittsburgh, Temple University and Lincoln University. Penn State delivers two-year postsecondary education at 19 campus locations and a number of continuing education centers. Well developed two-year associate degree programs are offered at several locations. The University of Pittsburgh offers programs at all levels of postsecondary education. It provides two-year postsecondary education at five locations. A number of centers under the School of General Studies also offer postsecondary educational programs. Temple University offers programs at many levels of postsecondary education and provides two-year postsecondary education at two locations. Lincoln University offers various levels of postsecondary education at a single location. These universities had 49,931 lower-division students in fall 1973 with an FTE of 43,314.

COMMUNITY COLLEGES

There are 14 community colleges in Pennsylvania at the present time. Six are sponsored by county governments, one by the city of Philadelphia and the other seven by local school districts. The mission of the community colleges

encompasses a variety of vocational programs at the two-year level or less, the first two years of baccalaureate transfer programs and the opportunity for residents to take courses for their own self-improvement. The community colleges operate extensive off-campus programs throughout their service areas. These institutions accounted for 52,113 lower-division students or 37,662 FTEs in fall 1973.

INDEPENDENT FOUR-YEAR COLLEGES AND UNIVERSITIES

Of the independent four-year colleges and universities, 25 offer two-year postsecondary education in ways other than the first two years of a baccalaureate degree. Six of these 25 institutions are state-aided. Several of the private four-year colleges and universities began as two-year institutions. The private colleges and universities enrolled a total of 73,650 lower-division students in fall 1973 with 65,511 FTEs.

JUNIOR COLLEGES

The 11 independent junior colleges have, until recently, been primarily engaged in delivering the first two years of baccalaureate programs. All but one of these institutions are now offering two-year career-oriented programs. The junior colleges had 4,241 students or 3,744 FTEs in fall 1973.

PROPRIETARY INSTITUTIONS

In 1973-74 there were 213 licensed private trade and business schools of which 40 are approved to offer specialized associate degrees. These institutions are located primarily in the Philadelphia and Pittsburgh areas. Because the proprietary schools are totally dependent upon current income--generated from tuition--to support their programs, they tend to offer programs for which there is a ready market within the areas they serve. The degree-granting proprietary institutions had 7,865 students or 7,650 FTEs in fall 1973.

AREA VOCATIONAL-TECHNICAL SCHOOLS

There are 74 area vocational-technical schools and approximately 500 comprehensive high schools in Pennsylvania. The primary purpose of these institutions is to deliver basic education, but their mission also includes adult education--essentially through part-time study in the evening. Thus, a portion of the program of vocational-technical schools is within the definition of two-year postsecondary education adopted by the Task Force.

The remainder of the institutional types listed above deliver programs of such specialized nature that the Task Force did not consider, in depth, their place in the broader two-year postsecondary education network.

While recognizing that two-year postsecondary education is currently delivered by all the institutional types listed above, the Task Force centered its concern on the roles of community colleges, the state-related universities, the state colleges and university, private two- and four-year colleges, proprietary schools--both degree-granting and nondegree-granting--and within their primary mission of secondary education, area vocational-technical schools and comprehensive high schools.

The Task Force focused on the delivery of two-year postsecondary education in three major categories:

- Studies which constitute the first rung of a ladder toward the baccalaureate or higher degree.
- Studies--general or occupationally-oriented--which lead to a certificate, diploma, license or an associate degree.
- Studies undertaken by individuals for self-development.

The Task Force studied enrollment trends, enrollment distribution by level, and the pattern of postsecondary education by county.

Figure 1 describes 1973 fall enrollment by lower division, upper division, graduate and unclassified and shows that slightly more than half of the total

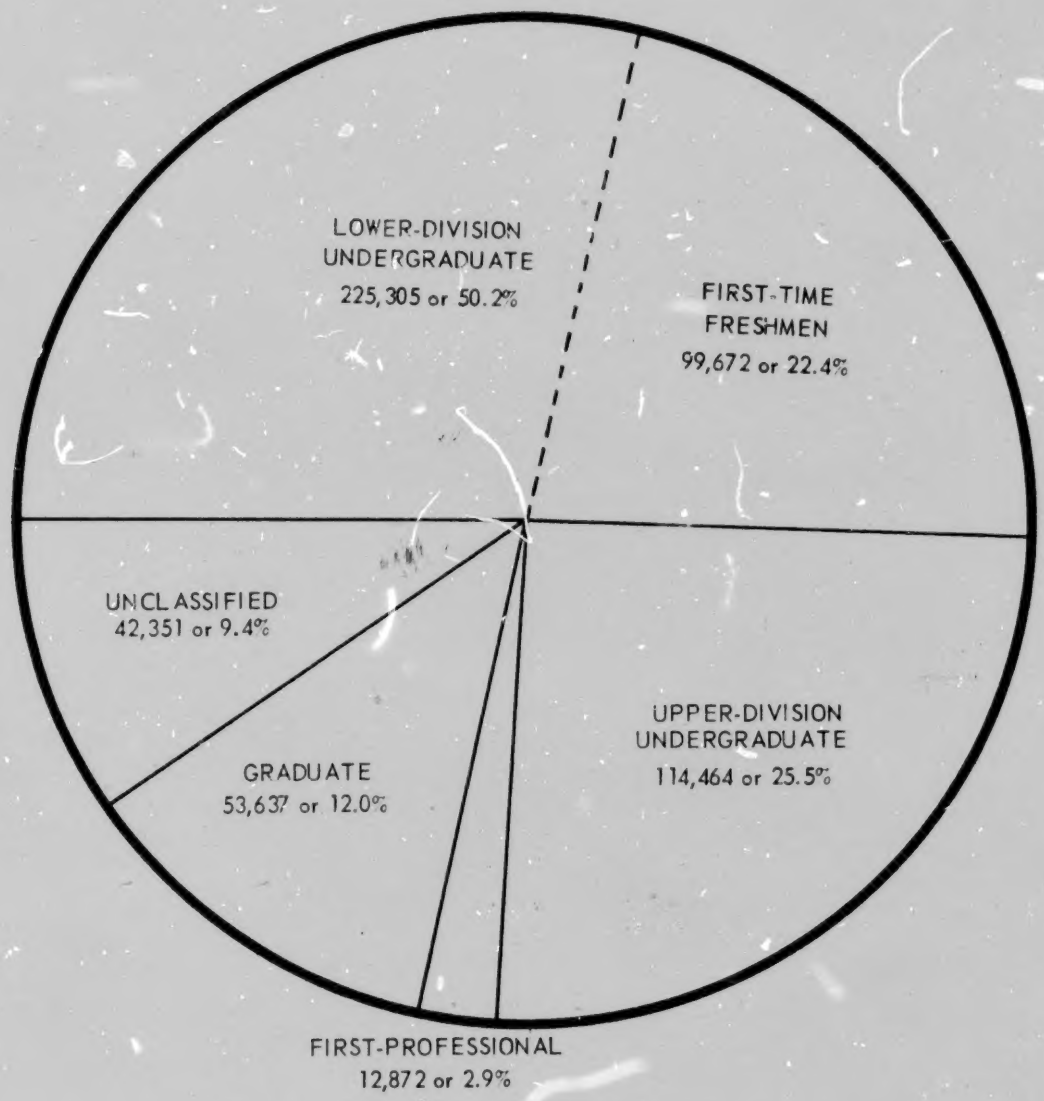


FIGURE 1–TOTAL ENROLLMENTS IN INSTITUTIONS OF HIGHER EDUCATION IN PENNSYLVANIA BY LEVEL OF ENROLLMENT, FALL 1973

Source: Hummel, Roger G., Our Colleges and Universities Today, Pennsylvania Department of Education, Volume XI, Number 1, p. 13

enrollment was at the lower division or first two years. (Lower-division undergraduates are students studying in their freshman or sophomore years. This division is roughly equivalent to two-year postsecondary education as defined by the Task Force.)

Table 1 shows enrollment trends of lower-division undergraduates in all institutions of higher education from fall 1969 through 1973. Enrollments increased during that time period for both full-time and part-time students at the public institutions. The private institutions experienced a decline in enrollment for full-time students in 1973 and for part-time students in both 1972 and 1973.

Figure 2 shows the percentage of high school graduates, by county, who entered some form of postsecondary education in 1972 and 1973. In 1972 the percentage of high school graduates continuing their education ranged from a low of 25.3 per cent in Fulton County to a high of 64.7 per cent in Montgomery County. In 1973 the same two counties represented the extremes with percentages of 28.9 for Fulton and 63.2 for Montgomery.

These data confirm the assumption that the rapid enrollment growth of two-year postsecondary education in the 1960s and 1970s is beginning to taper off. The data also support the proposition that there is a substantial range among the counties of Pennsylvania in the extent to which high school graduates take advantage of postsecondary educational opportunities.

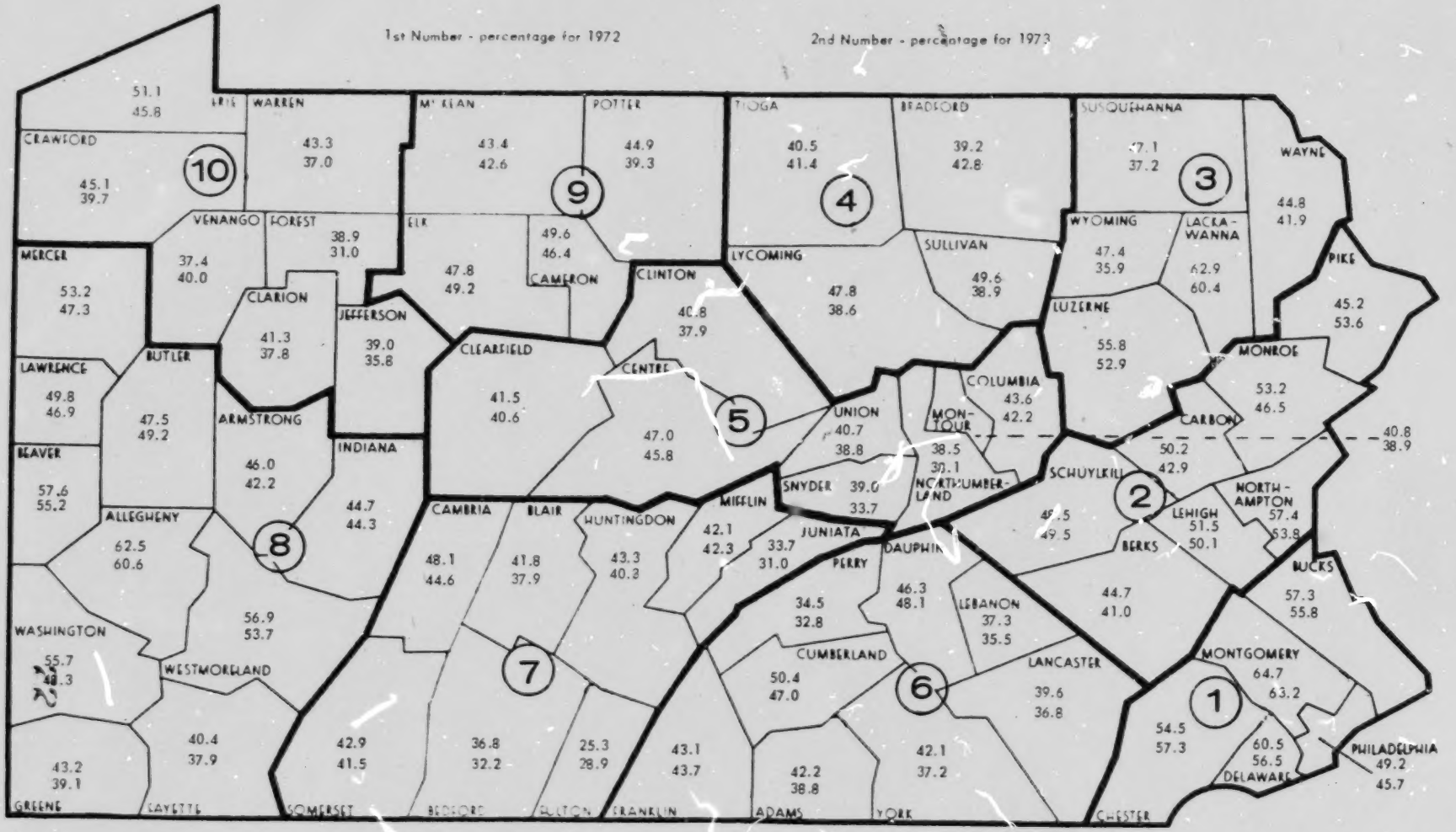
As the Task Force members studied the data and shared their views on postsecondary education, four fundamental questions regarding the current and future state of two-year postsecondary education in the Commonwealth emerged.

The first question was whether adequate educational opportunities are accessible to the residents of the state. It was generally agreed that the potential student population should not be limited to recent high school graduates but should encompass all who have needs and interests in furthering their education.

	Public		Private	
	Full-time	Part-time	Full-time	Part-time
1973	104,573	34,976	72,482	13,274
1972	104,010	32,326	73,905	14,311
1971	103,918	27,473	73,577	16,362
1970	98,677	23,241	68,802	16,304
1969	95,514	20,495	66,853	14,745

TABLE 1 – LOWER-DIVISION UNDERGRADUATES IN INSTITUTIONS OF HIGHER EDUCATION IN PENNSYLVANIA, FALL 1969-73

Source: Pennsylvania Department of Education, Bureau of Information Systems, Division of Educational Statistics, October 28, 1974.



Region 1 - 56.0 / 54.0

Region 2 - 50.4 / 47.8

Region 3 - 57.1 / 53.5

Region 4 - 44.4 / 40.3

Region 5 - 41.7 / 40.4

Region 6 - 43.1 / 40.8

Region 7 - 43.8 / 40.4

Region 8 - 57.2 / 54.6

Region 9 - 45.5 / 44.7

Region 10 - 46.3 / 42.1

State - 52.6 / 50.0

FIGURE 2–PERCENTAGE OF 1972 AND 1973 HIGH SCHOOL GRADUATES PURSUING POSTSECONDARY EDUCATION BY COUNTY AND STATE BOARD OF EDUCATION HIGHER EDUCATION PLANNING REGIONS

Further, accessibility had to be considered from the standpoints of geographical location, financial means available to the students to attend an institution of postsecondary education and the ability of the institution to admit the students to the programs of their choice.

The second question was how to build upon and strengthen the current pluralistic delivery mechanism for two-year postsecondary education in order to meet more fully the needs of Pennsylvania residents.

The third question was whether or not two-year postsecondary education is adequately funded at cost levels appropriate to the diverse programs within two-year postsecondary education, and whether sufficient financial aid is available to assure equitable access to educational opportunities.

The fourth question was how to coordinate programs in order to avoid and eliminate unnecessary duplication.

The remainder of this report deals with recommendations aimed at resolving these four questions.

Chapter 2

Rationale and Goals for Two-Year Postsecondary Education

CHAPTER 2

RATIONALE AND GOALS FOR TWO-YEAR POSTSECONDARY EDUCATION

The Task Force's first charge was to recommend a rationale for the orderly development of two-year postsecondary education to the residents of the Commonwealth.

Societal needs are met when learning opportunities are provided which: produce an effective citizenry and trained employes for business, industry and human services; enrich the quality of human life and help people adapt more readily to a constantly changing society. Individual needs are met when educational opportunities are provided through which every person can become all he or she is capable of being. This implies that every resident of the Commonwealth should have access to programs and services for the development of basic intellectual competencies and skills through a lifelong learning process.

Intellectual competencies are developed through experiences or courses which cumulatively may or may not be termed a program and may or may not result in an academic degree. Access to educational opportunities for residents of all ages and for varied purposes--personal development, career advancement, and professional updating--is indispensable in a lifelong learning process.

In discussing the rationale for two-year postsecondary education, the Task Force dealt with six areas of concern affecting students and educational institutions:

- Student access
- Student opportunity
- Diversity of program choice
- Institutional mission
- Interinstitutional cooperation
- Unnecessary duplication

These concerns are translated into goals of postsecondary education as follows:

Student Access

1. *Access to the first two years of postsecondary education should be available to every Pennsylvania resident within reasonable commuting distance.*

Reasonable geographic access--in most cases--is essential to full educational opportunity. To permit full-time or part-time participation in a program, access to two-year postsecondary education should be available within commuting distance and time by normal means of transportation. Since some local conditions such as population density, weather conditions, natural barriers and other factors exert variable influence, physical access varies throughout the Commonwealth.

2. *No resident should be denied access to two-year postsecondary education because of economic conditions.*

Equitable financial access for every resident, regardless of personal economic circumstances, necessitates policies and methods of financial support to both institutions and students. Students of middle- and low-income circumstances must not be denied postsecondary educational opportunity. The public--federal, state and local--must provide for equitable financial access.

The Task Force spent considerable time discussing a system--or systems--that would lead to equitable financing of two-year postsecondary education to those residents who do not presently receive it. They agreed that students of wealthy circumstances would have no difficulties in financing their education. Students of low-income groups have fewer options than the wealthy, but more than the middle-income group.

Financial accessibility to two-year postsecondary education has been made more difficult by two economic factors which have occurred simultaneously. The first is the general increase in tuition and fees for all segments of postsecondary education--both private and public. The second is the general inflation of recent years which has pushed the income level of families beyond the limits established for student financial assistance. Because the increase in family

income has been more inflationary than substantive, financial assistance has been severely restricted, which, in turn, has limited access to students from the middle-income group.

The historic pattern in postsecondary education of a higher charge per credit hour for part-time students, as compared to full-time students, creates a problem as the proportion of part-time students increases. Although the higher cost for part-time students may be reasonably justified, it would probably be appropriate in the future to remove this disparity and equalize--as much as possible--tuition charges for part-time and full-time students.

The subject of financing postsecondary education is presented more fully in a later chapter.

3. *No resident capable of benefiting should be denied access to two-year postsecondary education because of sex, age, race, ethnic group, religious or political belief, or prior educational achievement.*

All who are capable of benefiting should be assured access to the first two years of postsecondary education in some form. This must include, but not be restricted to, institutional admission. Access to specific programs should be limited only by one's ability to meet reasonable standards applicable to all candidates and by one's commitment to complete the work.

Admissions policies often limit access to postsecondary educational opportunities. An open-admissions policy is generally observed by community colleges because of their commitment to all of the residents within their respective service boundaries. Nevertheless, an open-admissions policy does not necessarily assure student access or choice of programs. In community colleges, the problem is related to program choice. A college may be unable to provide adequate space for all who wish to pursue certain programs. For example, the Bucks County Community College admissions officer reported that admission to the associate degree in nursing program was limited to 90 for the 1974-75 school year although

approximately 180 applied. On the other hand, if societal needs do not warrant expansion, program limitation may be the result of a studied decision on the part of an institution that the market need does not exist. Either of the preceding circumstances may be experienced by some students. As the student market declines and competition for students becomes more intense, some segments of higher education have re-evaluated their admissions policies.

Student Opportunity

4. *Advisory counseling and supportive educational services should be provided to optimize the probability of success of each student.*

If every resident is to benefit from two-year postsecondary education, requisite ancillary programs and services must be provided. To achieve the goal of equal educational opportunity for all, the first two years of any post-secondary program should include--for those who require it--whatever remedial instruction is necessary to attain desired knowledge or skills. To maintain integrity and adaptability amidst the economic, technological and societal complexities of the modern world, concomitant and comprehensive counseling and guidance services should be made available and should be supplemented by continuing placement services.

Effective counseling is a necessity throughout all stages of education. The 1971 Master Plan states:

- Counselors at all institutions should become sensitive to minority problems.
- The student-counselor ratio should be improved.
- College and secondary school counselors should coordinate their efforts, feed information to each other, use facilities jointly, emphasize prevention of dropouts and develop community relationships.

Special educational programs for disadvantaged students should be expanded. Developmental programs should enhance academic success and lower attrition rates. Tutorial work should be programmed as necessary.

Conclusive information on student attrition rates in Pennsylvania is not available. The first Newman report includes a study which indicates that of the more than one million young people who enter college each year, fewer than half will complete two years of study and only about one-third will ever complete a four-year course of study.[1] Available Pennsylvania figures agree with this. Academic failure is not the most common reason for dropping out of college. Astin and Panos found that many students leave college for personal reasons, such as shortage of money or the attraction of employment. But the majority of dropouts cite dissatisfaction with college and the desire to reconsider personal goals and interests as major reasons for leaving school. This seems to indicate that improved support services are needed.[2] Because of social pressure, peer-group consciousness or personal reasons, students who leave college may not be frank about their real reasons for leaving. Appropriate support services should help solve the dropout problem as well as assist students in gaining the confidence and understanding they need to assume their appropriate place in society.

Diversity of Program Choice

5. *The minimum essential program elements of two-year postsecondary education should include baccalaureate transfer opportunities; general or occupational programs leading to a certificate, diploma, license or associate degree and opportunities for lifelong learning for self-development.*

6. *Diversity, in kind and character of two-year postsecondary educational opportunities, should be preserved and enhanced through the existing system of diverse institutions.*

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[1]Newman, Frank, et al., *Report on Higher Education*, U. S. Department of Health, Education and Welfare, Report Number OE-50065, Washington, D. C., 1971, p. 1.

[2]Astin, Alexander W., and Panos, Robert J., *American Educational Research Journal*, "Attrition Among College Students", January, 1968, p. 63.

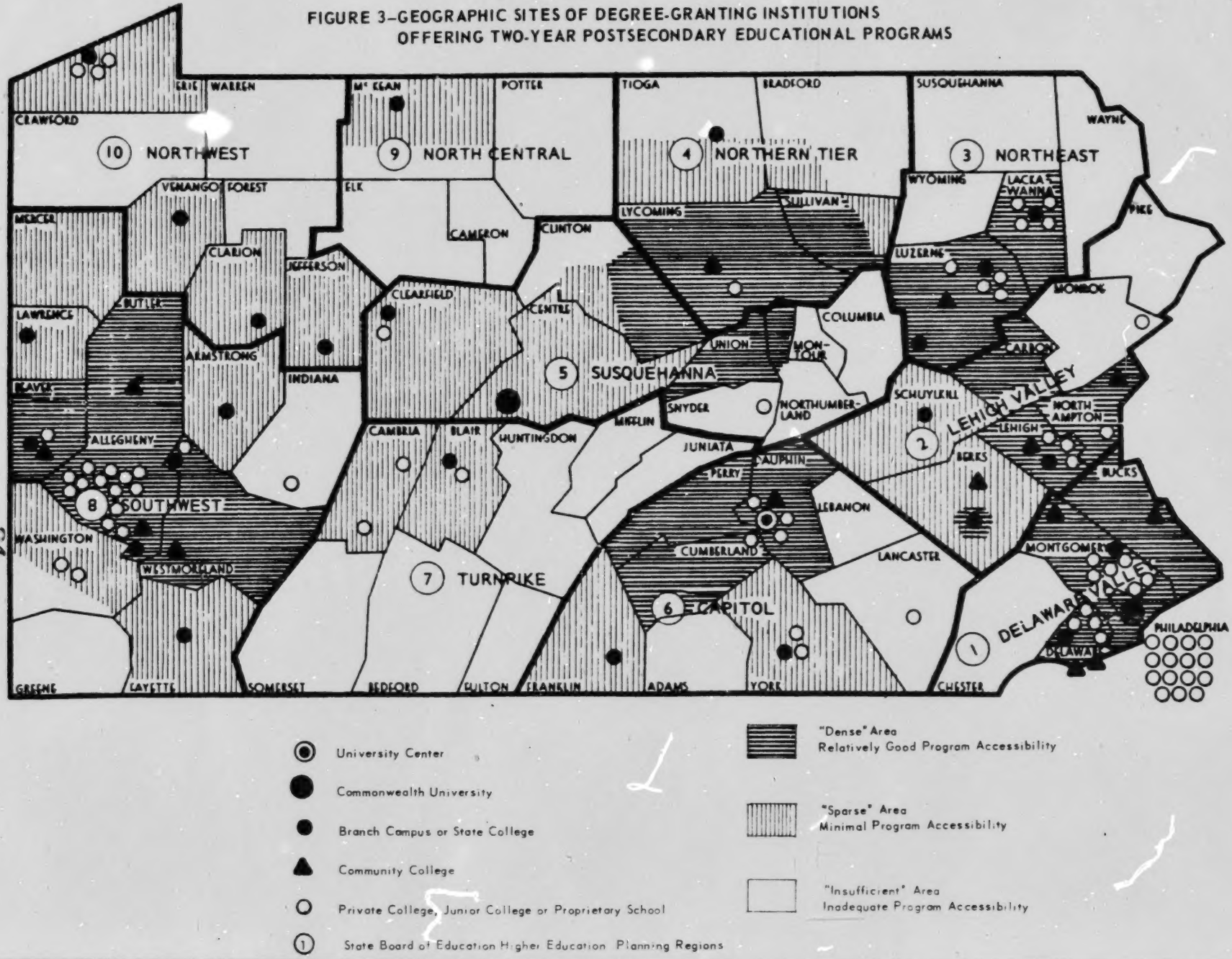
Diversity of program choice is indispensable to meet the needs of a pluralistic, democratic society and its individuals. This diversity of choice in terms of offerings, day or evening, and in terms of capacity to serve part-time as well as full-time students, is essential. Concurrently, a variety of choices among different occupational and academic program areas, educational philosophies and methods, and institutions is valuable. Maximum freedom of choice requires the availabiiity of a wide range of transfer programs and occupational work-related programs of less than baccalaureate level and program offerings by a wide range of institutions--state-related universities, state colleges, independent institutions and community colleges.

Community colleges offer a variety of programs. Each attempts to provide every resident within its service area accessibility to a transfer program and to a number of occupational programs that are appropriate for the particular geographical area. The persons who live in these areas are usually served the best. Proprietary institutions collectively are open to the majority who apply.

Areas of the map (Figure 3) which are ruled vertically are served basically by branch campuses and/or proprietary business and trade institutions. Branch campuses, including those at the state colleges and other institutions, receiving state support offer a variety of programs which enable the student to transfer into baccaluareate programs at many institutions. Most of the degree-granting trade institutions are located in urban areas while the degree-granting business schools are distributed more widely. Although individual proprietary schools usually specialize in only one or two educational programs, as a whole they offer a variety of occupational programs and opportunities for postsecondary students.

Those areas with no existing programs are also shown in Figure 3. It should be pointed out, however, there are limited opportunities available in continuing

FIGURE 3–GEOGRAPHIC SITES OF DEGREE-GRANTING INSTITUTIONS
OFFERING TWO-YEAR POSTSECONDARY EDUCATIONAL PROGRAMS



education centers surrounding the universities' branch campuses (Figure 4). Many of the universities have recently increased their services to the state by relaxing their full-time attendance requirement. It is now possible for an individual to pursue an associate degree in letters, arts and sciences on a part-time basis with no limit on time for completion.

Figure 7 provides a state-wide view of available public and private facilities in relation to projected areas of need. In counties such as Crawford, Washington, Cambria, Monroe, Indiana, Chester and Lancaster there are state colleges and/or branch campuses which presently do not offer postsecondary two-year programs but which might do so to expand educational opportunities in those areas. Also, several voids exist in the northern tier counties and the southern border counties. Private colleges are located in some of these areas and may have facilities and equipment available for expanding two-year programs.

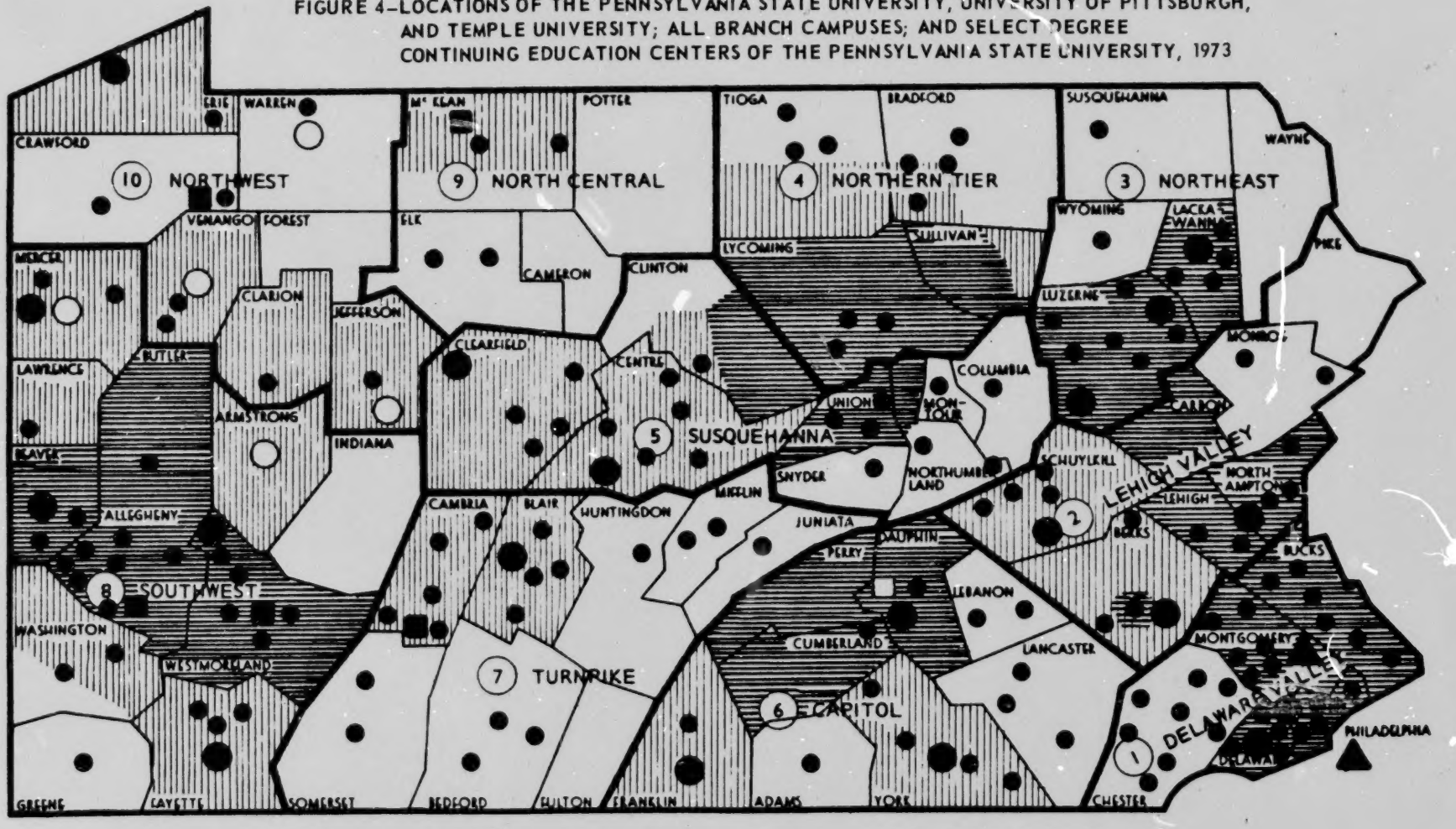
It must be emphasized, therefore, that facilities exist which could decrease the need for new construction and maintenance. Even so, it is apparent that with the use of all existing facilities, additional measures may have to be taken to provide facilities and programs other than those presently found in established institutions of postsecondary education. With available facilities and equipment, contractual and/or consortial arrangements may be feasible with and among institutions from all segments. It is the Commonwealth's responsibility to encourage these types of arrangements so that all residents of the state will have a diversity of program choice available within reasonable commuting distance. They will be discussed more fully below.

The Task Force believes that the diversity of two-year postsecondary educational opportunities should be preserved and enhanced through existing systems.

Institutional Mission

7. *Judicious change in the program offerings of existing institutions should be effected as necessary for postsecondary educational programs to respond to changing needs most effectively.*

FIGURE 4–LOCATIONS OF THE PENNSYLVANIA STATE UNIVERSITY, UNIVERSITY OF PITTSBURGH, AND TEMPLE UNIVERSITY; ALL BRANCH CAMPUSES; AND SELECT DEGREE CONTINUING EDUCATION CENTERS OF THE PENNSYLVANIA STATE UNIVERSITY, 1973



- Pennsylvania State University and Branch Campuses
- University of Pittsburgh and Branch Campuses
- Temple University and Branch Campuses
- Branch Campuses of State Colleges and University
- University Center at Harrisburg
- Select Degree Continuing Education Centers of Pennsylvania State University
- (1) State Board of Education Higher Education Planning Regions

Because of the need to respond to change, institutions and programs must be structured to achieve the most effective use of available resources. Change, therefore, must be judicious and selective--carefully considered in light of local need.

Interinstitutional Cooperation

8. *More interinstitutional programming should be utilized.*

The 1970s have already brought changing attitudes toward interinstitutional cooperation in Pennsylvania. The *1971 Master Plan for Higher Education in Pennsylvania* described the comprehensive system as including "all postsecondary and higher education, both public and independent, in the Commonwealth..." One illustration of interinstitutional cooperation is the unprecedented issuance by the Pennsylvania Association of Colleges and Universities of a broad set of policy recommendations for the financing of Pennsylvania higher education. Another is the recent activation of a board of representatives of the various institutional segments to advise the Council of Higher Education.

While the Task Force reaffirms that improvements in the delivery of two-year postsecondary education can be achieved through greater interinstitutional cooperation, it cautions that this method will not solve the entire range of problems.

Unnecessary Duplication

9. *Unnecessary duplication of programs, facilities and services should be avoided.*

To identify duplication of effort as "unnecessary" is at best difficult and often controversial. Efforts to insure diversity of opportunity can conflict with goals to eliminate duplication. There are, nevertheless, some indicators which tend to characterize duplication. Similar programs being operated at less than full capacity, or similar facilities or equipment being employed at below average utilization rates within a given region suggest duplication. The 1971 Master Plan calls for recognition and utilization of the Commonwealth's total

program of higher education in the most effective institutional, regional and statewide combination. It may be claimed that similar programs are not duplicative if they differ in some "essential" characteristic such as educational objectives, content or clientele. It then becomes a question of to what degree diversification can be financially supported.

The financial problems now faced by both independent and public institutions indicate that two similar programs or services are not unnecessarily duplicative if:

- Existing programs are functioning at capacity.
- Existing or proposed programs are serving persons clearly different from those presently being served or persons from different regions.
- Existing or proposed programs prepare persons for occupations, careers or professions that are commonly accepted as being different.
- There is sufficient recent documentation that the demand for the educational product exceeds the supply.

If the programs do not satisfy one or more of these tests, they should be avoided or eliminated.

The Task Force recommends that the State Board of Education adopt the nine above stated goals of two-year postsecondary education and urges early attention to them.

If the issues and problems regarding these goals can be resolved, Pennsylvania will have taken a step forward in improving two-year postsecondary educational opportunities for all residents. The following chapter makes recommendations in the context of the rationale and objectives set forth above and is specifically directed to the charges of the Task Force.

Chapter 3

Effective Means of Providing Postsecondary Education

CHAPTER 3

EFFECTIVE MEANS OF PROVIDING POSTSECONDARY EDUCATION

Certain areas of the state have a number of institutions providing two-year postsecondary studies while other areas have little or no educational opportunities for students who desire education beyond the high school years. The Task Force feels that the complexity of this problem demands serious consideration by the Commonwealth to assure that the two-year postsecondary structure will include various mechanisms through which programs and services will be made available to unserved areas of the state. Implementation should include utilization of public and private educational institutions, an equitable financing system, an arrangement for decision-making and cooperative control on the local level and adequate programs to meet the hopes and aspirations of those not presently being served.

Pennsylvania has a variety of educational programs and a large number of different kinds of institutions which have served its residents well. The great diversity of available programs and the public and private nature of educational institutions that supply them are two of Pennsylvania's and our nation's greatest assets.

Yet much remains to be done. Proximity to institutions offering postsecondary education and ability to pay are two forces which singly or jointly class many people as "forgotten Americans." Also in this class are people who, because of age or sex, have not always been given full consideration in the educational delivery system.

A discussion of delivery systems must consider both students and institutions. An institution's ability to serve students is limited by its resources, its plant capacity and by its legally or philosophically prescribed commitments to service. Student's accessibility is limited by his or her promixity to a postsecondary

educational institution, admission policies and the student's ability to pay. The employment possibilities of a given career choice and in a particular location also have a bearing on the programs that may be available.

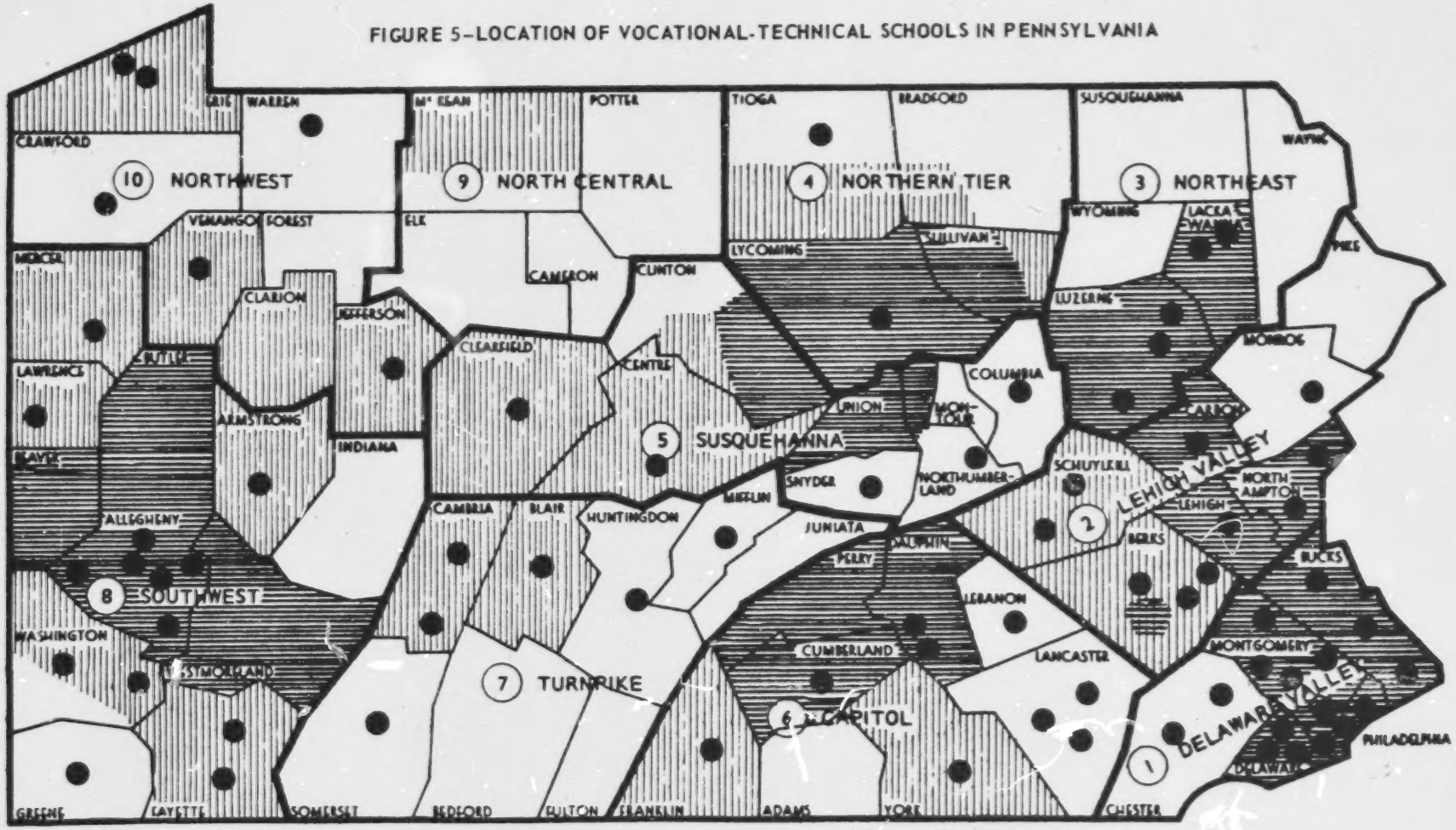
The problem of access is complicated in certain Pennsylvania counties which do not have a variety of two-year postsecondary institutions within a reasonable commuting distance from students. Also, in certain counties the economic and educational centers for Pennsylvania citizens are located in contiguous states.

Figures 3 and 4 (on pages 19 and 21) show that institutions delivering two-year postsecondary programs and services are concentrated in the areas where people are concentrated. The mere existence of these institutions does not, however, offer a guarantee that all needs are adequately met because the demand in densely populated parts of the state can be proportionately greater. Area vocational-technical schools are also concentrated in high population areas (Figure 5). Where the population is sparse and the geographic area large, the needs of residents are met less well. The problem of population distribution in Pennsylvania is a serious one. About three quarters of Pennsylvania's population is located in areas which account for approximately 25 percent of the land area (Figure 6). There is a reasonable number of institutions not currently offering two-year postsecondary education programs (except baccalaureate transfer) which appear to have some capability to meet two-year educational needs of Pennsylvania citizens (Figure 7). The problem of student access may be reduced through the utilization of a variety of new and existing delivery mechanisms.

NEW APPROACHES FOR GREATER ACCESS, PROGRAM CHOICE AND STUDENT SERVICES

The Task Force sees many opportunities for extending two-year postsecondary education in Pennsylvania. The following suggestions have the greatest possibility of serving the largest number at the lowest cost, although none is free from

FIGURE 5–LOCATION OF VOCATIONAL-TECHNICAL SCHOOLS IN PENNSYLVANIA



State Board of Education
Higher Education Planning Regions

● Site of Vocational-Technical Facility

FIGURE 6 –PENNSYLVANIA POPULATION DISTRIBUTION BY COUNTY, 1970

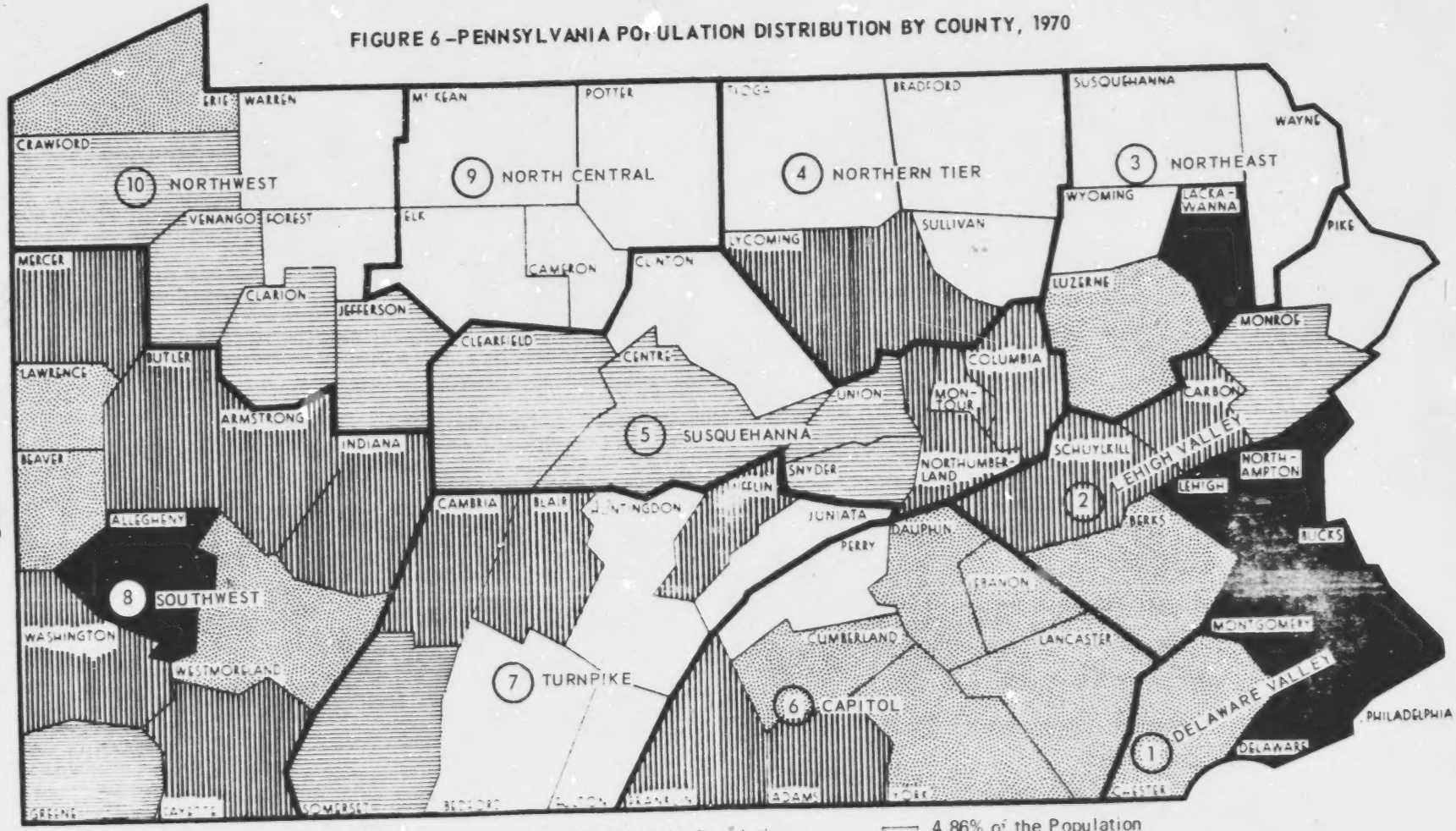
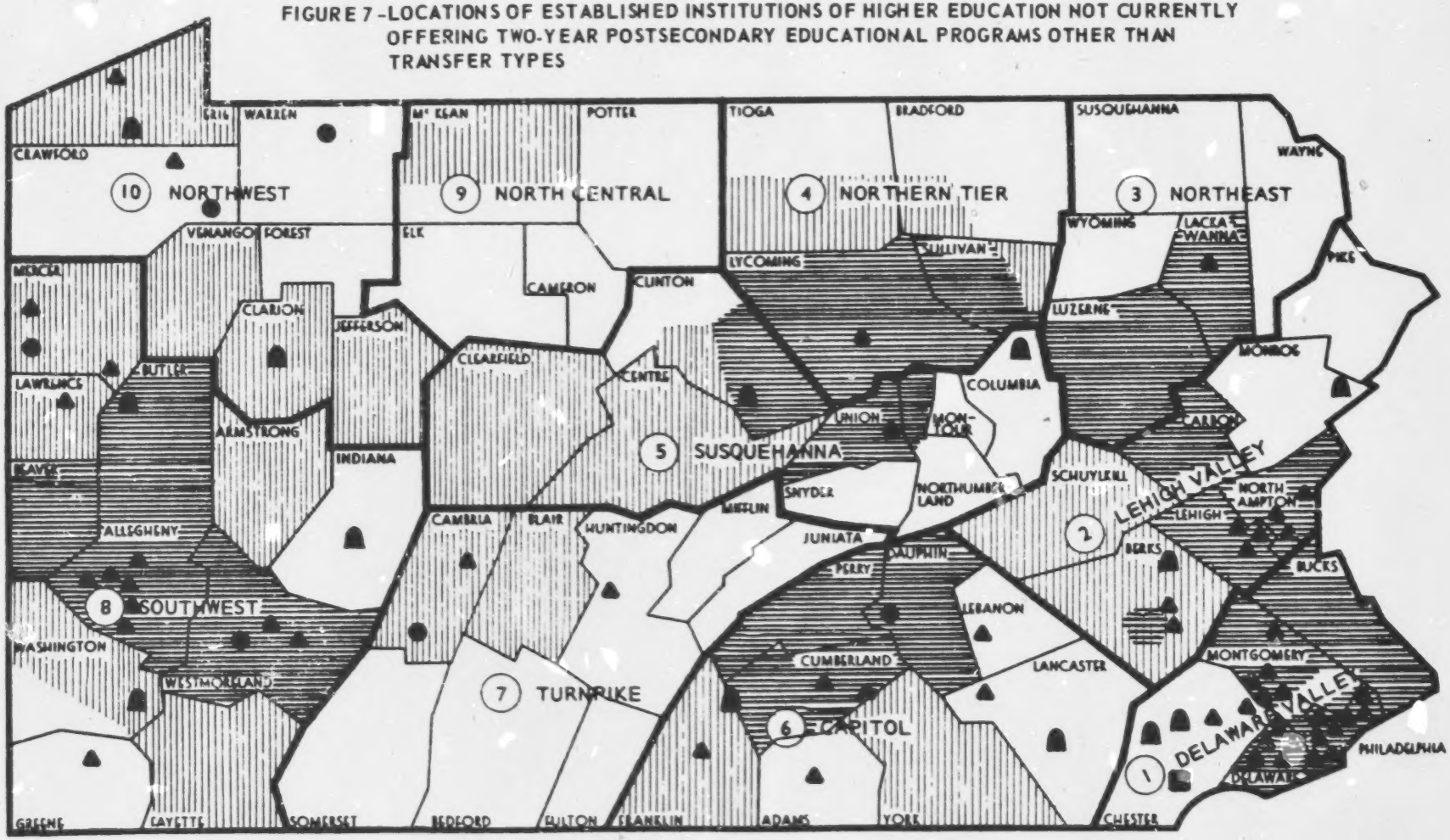


FIGURE 7 -LOCATIONS OF ESTABLISHED INSTITUTIONS OF HIGHER EDUCATION NOT CURRENTLY OFFERING TWO-YEAR POSTSECONDARY EDUCATIONAL PROGRAMS OTHER THAN TRANSFER TYPES



State Colleges and University

Private Colleges and Universities

Branch Campuses

State-Related University

(1) State Board of Education Higher Education Planning Regions

problems. There are many splendid opportunities, however, to take a different approach from the traditional practice of constructing more facilities, adding more programs and hoping that access and the ability to pay have been achieved--only to find that they have not.

Institutional Mission

No quantitative or qualitative measures have been applied to determine the extent to which institutions are fulfilling their respective missions. Recognizing, however, that many 18-year-olds have not completed high school, that approximately half of those who graduate from high school do not immediately pursue postsecondary education, and that a substantial attrition rate exists among those who do, there is still much to be accomplished.

A judicious change in program offerings of selected institutions within the segments of state-related universities, state colleges and universities and private colleges could provide comprehensive two-year postsecondary educational opportunities in addition to the community college option which can be more fully exploited, both in its present and in modified forms.

The question of the appropriate role for the area vocational-technical school is complicated by the imprecise differentiation between two-year postsecondary education, as defined by the Task Force, and traditional adult education. The Task Force is aware that area vocational-technical schools have problems in mission definition, because they include both basic education and two-year postsecondary education. It is possible to utilize the facilities, equipment and expertise of some area vocational-technical school units on a selective basis. Delivery of two-year postsecondary education degree programs could be under the auspices of an established degree-granting institution or such programs might be organized as a technical institute under Act 484 of the Pennsylvania Legislature.

Interinstitutional Cooperation

Consortial arrangements are a part of interinstitutional cooperation. They are being tried by more colleges for mutual gain. Some consortia have been limited in achieving their respective purposes by lack of sufficient funds. A consortial arrangement does not assure that costs will be less in developing and administering a particular program. Total costs are, in fact, sometimes higher in order to deliver a quality program to a larger number of students. There are, however, examples of cooperative arrangements whereby a financial saving is made.

Consortial or nontraditional community colleges may be established. A consortial community college would provide for the maximum utilization of existing educational resources and would not require any infringement on or dismantling of existing institutional identities. First, a local taxing sponsor must be secured and a board of trustees elected. Next, the board enters into contractual arrangements with existing institutions in the area--to provide comprehensive community college services. A president and an administrative structure are needed, in addition to other central services such as counseling and tutoring. The board would be responsible to see that the community's needs were met. In the Lackawanna area, Johnson School of Technology, Keystone Junior College, Lackawanna Junior College and the Worthington Scranton Campus of Penn State have a plan to provide programs and services for a community college. Page 6 of their proposal states: "If the project proves feasible and moves to objective two (planning), sponsorship for the project will then be sought from the boards of commissioners of the five counties of the region, the potential sponsoring agencies. Financial support would subsequently be sought from both the state and the five counties for implementing the project according to the state's regulations and procedures established under the Community College Act of 1963 as amended, or under modified legislation if required." Any service area which could not financially support the construction of a comprehensive community college, or be adequately served by

the chargeback concept, or conveniently served by a branch campus, private college or technical institute could be served by a consortial community college.

Consortial arrangements in vocational education among various institutional types in Pennsylvania are summarized in Table 2.

Contracting

In discussing the problem of extending educational opportunity, the Task Force recognized "contracting" as a creative way to use existing facilities. A strong case for contracting can be made for those areas that do not have a traditional community college but do have other institutions capable of offering two-year postsecondary education. If the Commonwealth asks a private institution to assume responsibility for delivery of two-year postsecondary programs, it would seem logical that financial support from the Commonwealth and cooperating districts would follow. It is equally logical, however, that some public control or authority will follow that financial support. Fortunately, Pennsylvania has an established pattern of selective public aid to private institutions. The Task Force believes that it would be possible to expand this precedent to use private institutions in the delivery of two-year postsecondary education. The Task Force does not recommend, however, that independent institutions of the state be turned into public ones.

The Task Force believes it is within the capabilities of the State Board of Education, the legislature and the leaders of our educational establishments to devise legislation that will enable school districts or municipalities to develop plans whereby students need, whether program choice and/or financial, can be satisfied by in-place educational organizations. Arrangements, of course, will include guidelines so that cooperation in planning and accountability in practice will result. Such an arrangement is absolutely essential if all residents are to receive equal access to two-year postsecondary programs.

	Number Contacted	Number Responding	Number Responding Having Consortial Arrangements	Number of Programs	Number Institutions Planning Consortial Arrangements	Number Programs In The Planning Stages
Community Colleges Report 17 Campuses	(14) 17 Campuses	(14) 17 Campuses	13 Campuses	69	4 Campuses	22
Vocational-Technical Schools	72	58	19	36	12	22
Degree-Granting Proprietary Schools and Colleges	37	37	1	5	3	Not Given
Private Junior Colleges*	12	12	8	13	2	6
Senior Colleges and Universities** (including branch campuses)	95 Campuses	52	11	11	-	-

* United Wesleyan College was included in this section of the survey.

** "It was found that many of the independent institutions of higher education in the Commonwealth are involved in various kinds of consortia with one another, but the vast majority of these do not include vocational programs offerings as defined herein." (page 66 of the Survey Report.)

TABLE 2 -CONSORTIAL ARRANGEMENTS IN VOCATIONAL EDUCATION AMONG VARIOUS INSTITUTIONAL TYPES IN PENNSYLVANIA

Source: Gillie, Angelo C., Sr. and Hutchinson, John P., et al., "Cooperation and Faculty Sharing in Pennsylvania Vocational Education," Vocational Technical Education Research Report, The Pennsylvania State University, June, 1974.

Other Possibilities

New types of external degree programs are available with few restrictions on how many credits may be earned through resident instruction, continuing education and independent study. This thrust is so new that adequate information has not yet been obtained upon which appropriate conclusions can be drawn. Through this effort, however, some services will be made available to all residents. External degree programs are in addition to the usual programs and services of traditional colleges or universities. It remains to be seen if residents will respond to the opportunity and if institutions can provide needed programs. New institutions may be required in some areas of the Commonwealth.

In summary, some of the problems and proposed solutions of effective delivery of two-year postsecondary education are:

- *Certain areas of the Commonwealth have a number of institutions providing the first two years of postsecondary education while other areas have little or no service. Thus some counties do not have a variety of program offerings within commuting distance of the students who need them.*

- *In certain border counties, the economic and educational centers for Pennsylvania residents are located in contiguous states.*

- *Established institutions of postsecondary education located where two-year programs are needed, are not approved to grant the associate degree or offer occupational programs needed by Commonwealth residents.*

- *Students are denied access to postsecondary education at some institutions because of capacity limitations, admission standards and/or ability to pay.*

- *Existing postsecondary institutions have not extensively used nontraditional arrangements for providing courses, programs, facilities or services.*

RECOMMENDATIONS

The Task Force recommends that:

- *The Pennsylvania Postsecondary Education Planning Commission (1202 Commission) assume the responsibility for developing a plan which will encourage and enable an appropriate local office, agency or authority to participate in the evaluation of*

alternatives and make provision for adequate two-year postsecondary education for local residents. Funds appropriated for such courses, programs and services will be contingent on cooperative planning, public representation and strict audit procedures.

- *The problem of sparsely populated areas and of areas whose leanings are toward contiguous states be solved by:*

    1. *Careful and selective assignment of programs by the Board of Education--with advice from regional councils--to accomplish delivery of two-year postsecondary education by existing institutions and, when deemed advisable, through nontraditional methods.*

    2. *Contractual arrangements, in areas where necessary, with institutions outside the state--to deliver two-year postsecondary education to Commonwealth residents where neither Pennsylvania institutions nor commonmarket arrangements with contiguous states can accomplish the task.*

- *The Commonwealth negotiate contracts and provide funds to serve Pennsylvania students who wish to attend institutions outside of the state but within commuting distance or institutions offering specialized programs within the state but outside the student's commuting area where local institutions cannot provide the needed programs and services.*

- *The State Board of Education amend the Master Plan for Higher Education, 1971, to include vocational-technical schools, hospital schools of nursing and allied health institutions currently offering postsecondary education.*

- *In geographic areas not being served by two-year programs, the State Board of Education exercise either the current community college option or, upon receipt of an appropriate program plan, approve selective public and private institutions to provide two-year programs and to grant associate degrees. In utilization of area vocational-technical schools, degree programs should be authorized only under the auspices of degree-granting institutions of higher education or by organizing technical institutes through existing legislation.*

- *Within each region there be at least one institution with "open door" admission policies and with appropriate support services to enable each student to realize his or her maximum potential. Act 101 funds should be appropriated by the same General Assembly to make this proposal possible.*

- *Institutions in reasonable geographic proximity to one another seriously explore the establishment of consortial arrangements for delivery of specific two-year postsecondary educational programs and that existing regulations and statutes permit and*

encourage consortial arrangements within the spirit of these recommendations; the institutions involved in consortia should approach such arrangements on the assumption that cooperation and compromise do not need to violate the core of vital institutional autonomy.

Chapter 4

Financing

CHAPTER 4

FINANCING

This chapter is treated in two parts. The first is financial aid to students to facilitate access to postsecondary educational programs; the second is financial support to educational institutions to enable them to provide appropriate programs.

Before considering the specific recommendations in these areas it is appropriate to focus on a more general problem--adequate financial support to postsecondary education in Pennsylvania. Commonwealth support per capita ranks below the national average. This is partly due to the significant role played by private institutions, to high tuition rates charged in the public sector and to other factors. Nonetheless, it is a Commonwealth responsibility to make sure that an effective system of postsecondary educational opportunities is available to meet the needs of individuals and the social, economic and cultural needs of the state, and that residents have effective access to that system.

The Task Force, therefore, recommends that:

The level of Commonwealth investment in postsecondary educational functions be increased to bring Pennsylvania into parity with other major industrial states.

Aid to Students

If educational opportunities are to meet the needs of residents, financial barriers blocking access to education must be removed. The question here is one of financial aid to the student or potential student.

The Pennsylvania Higher Education Assistance Agency (PHEAA) represents a significant state effort to provide financial assistance to students who need that assistance to complete their postsecondary education. Current trends in

postsecondary education suggest needed improvements in student financial aid. As noted on Table 2 earlier, the greatest enrollment gain for 1973 over 1972 was in part-time students. More employed persons are taking courses to improve their career opportunities. The increasing cost of postsecondary education has forced more persons to attend school part time. Individuals who had not earlier gained access to postsecondary education now wish to do so, but many must attend on a part-time basis. Current PHEAA regulations do not permit financial assistance to part-time students; therefore, they fail to meet the needs of a significant portion of the two-year postsecondary enrollment.

Financial assistance through PHEAA is presently denied needy students who are enrolled in programs of less than two-years duration. As the educational needs of the residents and the demands of the job market change, it becomes increasingly apparent that programs of less than two-years length are appropriate to the requirements of many jobs. Restrictions on PHEAA also deny aid to those who attend full time but need more than two years for additional developmental and remedial courses required because of their insufficient academic background. All course work applicable and necessary to gain a certificate or an associate degree should be supported for needy students.

Another type of potential student suffers from denial of financial assistance, the incarcerated felon and the released ex-offender. To hinder access of such individuals to postsecondary education does a disservice both to these individuals and our society.

Financial accessibility has become more difficult because of economic conditions. The general increase in tuition and fees for all segments of post-secondary education, both private and public, presents a hardship to many students and their families. At the same time, inflation of recent years has pushed the income level of some families beyond the limits established for student financial assistance, while at the same time the amount of discretionary income to be used

to cover the cost of college has actually declined. The result has been to restrict severely financial access to students from middle income families.

The historic pattern in postsecondary education of charging more per credit hour for part-time students as compared to full-time students creates a problem as the proportion of part-time students increases. Although a reasonable justification could be made for the higher proportional cost for part-time students, it is appropriate, to the extent possible, to equalize tuition charges per credit for part-time and full-time students.

The identifiable problems of financial access to two-year postsecondary education include:

- *Both PHEAA and, in most instances, institutional financial aid now available to full-time students is not available to part-time students.*
- *Tuition fees for part-time students are, generally, proportionally higher than those for full-time students.*
- *Inflationary pressures have placed increasing financial barriers to postsecondary education upon eligible students from middle income families.*
- *Existing regulations and financial priorities often prohibit incarcerated felons and ex-offenders from qualifying for PHEAA.*
- *Steadily increasing tuition in the public, private and proprietary segments of two-year postsecondary education create financial barriers for all residents seeking access.*
- *Students enrolled in programs in postsecondary education of less than two-year duration cannot currently qualify for PHEAA assistance.*
- *Students enrolled full time for over two years in an associate degree program are denied PHEAA assistance.*

Therefore, the Task Force recommends that:

- *Legislation be enacted enabling students enrolled on a part-time basis in two-year postsecondary programs to be eligible for PHEAA assistance and that institutional regulations regarding financial aid be amended to permit part-time students to qualify on a basis proportional to full-time students.*
- *Tuition and fees for part-time students be adjusted to be proportionally equal to those for full-time students.*

- *The General Assembly adopt legislation to increase the maximum family income permissible for PHEAA assistance to $20,000 and the maximum student grants to $2,000.*

- *New legislation and/or amended PHEAA regulations be adopted to permit incarcerated first offender felons and released first offenders to qualify, without special appeal, for PHEAA assistance.*

- *Appropriations provide for additional student financial aid to keep pace with any future increases in tuition in both the public and private sectors of two-year postsecondary education.*

- *The PHEAA system be amended to permit students enrolled in programs in postsecondary education of less than two-years duration to be eligible for financial assistance on a basis proportional to students in two-year programs, and that students taking over two years because of remedial work continue to be eligible.*

- *The Department of Education and PHEAA explore the possibilities of developing reciprocity agreements with contiguous states for students receiving PHEAA grants; and that, if these efforts are unsuccessful consideration be given to limiting student grants to those states which have reciprocity with Pennsylvania.*

Aid to Institutions

The Task Force has recommended that delivery of two-year postsecondary education be accomplished primarily through the existing, pluralistic system of public and private institutions. Financial resources available to institutions to provide these programs must also be made available through a diverse and pluralistic pattern.

Cost to the student as well as total program cost to the institution will vary depending upon, among other things, the nature of the program, methods of instruction, the quality and extent of supporting programs and resources, the overall program mix of the institution and the distribution of enrollment among class levels within the institution.

While equalization of educational costs to students is impossible to achieve, and perhaps even undesirable, charges to students must be equitable. Implementation of the recommendations to strengthen student aid programs will contribute toward both program availability and equality of student costs. Aid to institutions, however, is also essential.

Toward this end, the Task Force recommends that:

- *The State Board of Education seek a special legislative appropriation to finance a system of contracts in Pennsylvania providing assistance to institutions to meet specifically defined two-year postsecondary education needs not currently being met. Such contracts may help finance:*

    1. *transitional costs incurred by the institution in increasing its program offerings at the two-year level;*

    2. *expensive "start-up" costs of introducing certain career-oriented two-year technical programs;*

    3. *organizational costs of the initial phase of developing an interinstitutional consortium to deliver two-year postsecondary educational programs;*

    4. *developmental costs of designing and building nontraditional instructional delivery systems that will bring two-year postsecondary educational opportunities to individuals in geographically isolated areas of the Commonwealth.*

- *The General Assembly develop a tax equalization formula to support two-year postsecondary education and make whatever adjustments are necessary to equalize the relative tax burden and, at the same time, to make it possible for local communities to participate, with state funding, in the sponsorship of postsecondary education.*

- *Institutional incentives for capital improvements (e.g., G.S.A. construction or interest-free construction loans) place greater emphasis on renovation of existing facilities and expansion of functions.*

- *The current institutional grant program providing special educational assistance to disadvantaged students (Act 101) be reviewed and, where appropriate, revised to increase institutional flexibility in the administration and operation of such programs and to insure full funding. While not all institutions should attempt to provide special programs for disadvantaged students, those having made this commitment must have the freedom and encouragement to tailor programs for effectiveness in a given institutional setting.*

- *In the allocation of public funds, first priority must be given to supporting public institutions. The Commonwealth has worked to construct the basic elements essential to a viable system of public higher education and that system must be preserved.*

- *In the allocation of public funds to independent institutions, student-following grants be funded at a level which will, in part, compensate independent institutions for the costs of*

educating holders of PHEAA need-based grants. The sum of $600 should be awarded to independent institutions for each PHEAA grant recipient enrolled. Such grants should be administered by the Pennsylvania Higher Education Assistance Agency.

Chapter 5

Duplication

CHAPTER 5

DUPLICATION

Defining and determining unnecessary program duplication is difficult. The network of postsecondary institutions in the Commonwealth and all other states includes, and should include, considerable duplication of programs.

The Task Force agreed that duplication of programs may be necessary if:

- Existing programs are functioning at capacity.
- Existing or proposed programs are serving persons clearly different from those presently being served or persons from different regions.
- Existing or proposed programs prepare persons for occupations, careers or professions that are commonly accepted as being different.
- There is sufficient and recent documentation that the demand for the educational product exceeds the supply.

One of the purposes of establishing the higher education planning regions in Pennsylvania was the prevention or elimination of unnecessary program duplication. The Task Force observed that the numerous ways in which the Department of Education's 10 planning regions approached the problem of duplication makes it unlikely that, as currently structured, the regions can be effective in this area. For example, many institutions have elected not to participate in the regional framework; thus, any action regarding program duplication taken by such councils has applicability to only a part of the pluralistic postsecondary educational delivery system.

Therefore, the Task Force recommends that:

- *Institutions take the initiative to reduce or eliminate unnecessary duplication of programs by eliminating programs or by consortial, contractual or other agreements where appropriate. The planning regions should be encouraged to accomplish these objectives.*
- *The Pennsylvania Department of Education provide each region with sufficient funds to meet the costs of the*

regional councils if those councils request funds and substantiate their need.

- *The State Board of Education, within the prerogatives of Act 224 and other legislation, adopt and apply the above criteria to achieve the objectives.*
- *In the spirit of consortial arrangements among institutions and other educational agencies, contractual arrangements be more thoroughly explored as a means to minimize unnecessary duplication of programs.*

OTHER MATTERS

Two additional matters discussed at some length by the Task Force do not fit precisely within any of the four major charges. The members recognize that proprietary schools have an administrative problem in reporting to the Department of Education. *The Task Force urges that the State Board of Education and the Secretary of Education investigate the reporting problem and take necessary action to provide that all proprietary institutions engaged in two-year postsecondary education report to the same branch of the Department of Education responsible for coordination of other segments of postsecondary education.*

The Task Force also considered reporting procedures for area vocational-technical schools which become involved in two-year postsecondary education as defined in this report. *It recommends that the Secretary of Education address this issue and resolve the problem.*

In the same context, *the Task Force recommends that laws and regulations governing institutional titles be explored and adjusted, as necessary, so the title of any institution can accurately reflect the types of programs for which it is responsible.*

Chapter 6

Summary and Recommendations

CHAPTER 6

SUMMARY AND RECOMMENDATIONS

Two-year postsecondary education, reflecting American society, has changed significantly in Pennsylvania during the past 20 years. Those who are in any way responsible for postsecondary education must continually look at its objectives and the means through which they can be accomplished. Those who propose changes must offer reasonable assurances that what they propose will produce the intended results.

Because of this, the Task Force and its staff have placed the highest priority on assembling pertinent data for use in studying the identified problems. While the Task Force considers its recommendations to be important, these can only be as important as the substantive findings on which they are based and upon which others may base their own recommendations. This chapter, therefore, includes not only the recommendations of the Task Force, but also the identified problems which the recommendations attempt to resolve.

The Task Force definition of two-year postsecondary education:

> *Two-year postsecondary education consists of learning opportunities offered by educational institutions that primarily serve persons beyond the compulsory school attendance age either through programs that lead to something less than a baccalaureate degree upon completion or that constitute the first two years of a baccalaureate degree program.*

The Task Force recommends that the State Board of Education adopt the goals stated below and urges early attention to them.

- *Access to the first two years of postsecondary education should be available to every Pennsylvania resident within reasonable commuting distance.*
- *No resident should be denied access to two-year postsecondary education because of economic conditions.*
- *No resident capable of benefiting should be denied access to two-year postsecondary education because of sex, age, race, ethnic group, religious or political belief, or prior educational achievement.*

- *Advisory counseling and supportive educational services should be provided to optimize the probability of success of each student.*

- *The minimum essential program elements of two-year postsecondary education should include baccalaureate transfer opportunities; general or occupational programs leading to a certificate, diploma, license or associate degree and opportunities for lifelong learning for self-development.*

- *Diversity, in kind and character of two-year postsecondary educational opportunities, should be preserved and enhanced through the existing system of diverse institutions.*

- *Judicious change in the program offerings of existing institutions should be effected as necessary for postsecondary educational programs to respond to changing needs most effectively.*

- *More interinstitutional programming should be utilized.*

- *Unnecessary duplication of programs, facilities, and services should be avoided.*

EFFECTIVE MEANS OF PROVIDING POSTSECONDARY EDUCATION

The identifiable problems:

- *Certain areas of the Commonwealth have a number of institutions providing the first two years of postsecondary education while other areas have little or no service. Thus some counties do not have a variety of program offerings within commuting distance of the students who need them.*

- *In certain border counties, the economic and educational centers for Pennsylvania residents are located in contiguous states.*

- *Established institutions of postsecondary education located where two-year programs are needed, are not approved to grant the associate degree or offer occupational programs needed by Commonwealth residents.*

- *Students are denied access to postsecondary education at some institutions because of capacity limitations, admission standards and/or ability to pay.*

- *Existing postsecondary institutions have not extensively used nontraditional arrangements for providing courses, programs, facilities or services.*

RECOMMENDATIONS

The Task Force recommends that:

- *The Pennsylvania Postsecondary Education Planning Commission (1202 Commission) assume the responsibility for developing a plan which will encourage and enable an appropriate local office, agency or authority to participate in the evaluation of alternatives and make provision for adequate two-year postsecondary education for local residents. Funds appropriated for such courses, programs and services will be contingent on cooperative planning, public representation, and strict audit procedures.*

- *The problem of sparsely populated areas and of areas whose leanings are toward contiguous states be solved by:*

    1. *Careful and selective assignment of programs by the Board of Education--with advice from regional councils--to accomplish delivery of two-year postsecondary education by existing institutions and, when deemed advisable, through nontraditional methods.*

    2. *Contractual arrangements, in areas where necessary, with institutions outside the state--to deliver two-year postsecondary education to Commonwealth residents where neither Pennsylvania institutions nor commonmarket arrangements with contiguous states can accomplish the task.*

- *The Commonwealth negotiate contracts and provide funds to serve Pennsylvania students who wish to attend institutions outside of the state but within commuting distances or institutions offering specialized programs within the state but outside the student's commuting area where local institutions cannot provide the needed programs and services.*

- *The State Board of Education amend* The Master Plan for Higher Education, 1971, *to include vocational-technical schools, hospital schools of nursing and allied health institutions currently offering postsecondary education.*

- *In geographic areas not being served by two-year programs, the State Board of Education exercise either the current community college option or, upon receipt of an appropriate program plan, approve selected public and private institutions to provide two-year programs and to grant associate degrees. In utilization of area vocational-technical schools, degree programs should be authorized only under the auspices of degree-granting institutions of higher education or by organizing technical institutes through existing legislation.*

- *Within each region there be at least one institution with "open-door" admission policies and with appropriate support services to enable each student to realize his or her maximum potential.*

Act 101 funds should be appropriated by the same General Assembly to make this proposal possible.

- *Institutions in reasonable geographic proximity to one another seriously explore the establishment of consortial arrangements for delivery of specific two-year postsecondary educational programs and that existing regulations and statutes permit and encourage consortial arrangements within the spirit of these recommendations; the institutions involved in consortia should approach such arrangements on the assumption that cooperation and compromise do not need to violate the core of vital institutional autonomy.*

FINANCING

The identifiable problems:

- *Both PHEAA and, in most instances, institutional financial aid now available to full-time students is not available to part-time students.*
- *Tuition fees for part-time students are, generally, proportionally higher than those for full-time students.*
- *Inflationary pressures have placed increasing financial barriers to postsecondary education upon eligible students from middle income families.*
- *Existing regulations and financial priorities often prohibit incarcerated felons and ex-offenders from qualifying for PHEAA.*
- *Steadily increasing tuition in the public, private and proprietary segments of two-year postsecondary education create financial barriers for all residents seeking access.*
- *Students enrolled in programs in postsecondary education of less than two-year duration cannot currently qualify for PHEAA assistance.*
- *Students enrolled full time for over two years in an associate degree program are denied PHEAA assistance.*

RECOMMENDATIONS

The Task Force recommends that:

- *Legislation be enacted enabling students enrolled on a part-time basis in two-year postsecondary programs to be eligible for PHEAA assistance and that institutional regulations regarding financial aid be amended to permit part-time students to qualify on a basis proportional to full-time students.*
- *Tuition and fees for part-time students be adjusted to be proportionally equal to those for full-time students.*

- *The General Assembly adopt legislation to increase the maximum family income permissible for PHEAA assistance to $20,000 and the maximum student grants to $2,000.*

- *New legislation and/or amended PHEAA regulations be adopted to permit incarcerated first offender felons and released first offenders to qualify, without special appeal, for PHEAA assistance.*

- *Appropriations provide for additional student financial aid keep pace with any future increases in tuition in both the public and private sectors of two-year postsecondary education.*

- *The PHEAA system be amended to permit students enrolled in programs in postsecondary education of less than two years duration to be eligible for financial assistance on a basis proportional to students in two-year programs, and that students taking over two years because of remedial work continue to be eligible.*

- *The Department of Education and PHEAA explore the possibilities of developing reciprocity agreements with contiguous states for students receiving PHEAA grants; and that, if these efforts are unsuccessful consideration be given to limiting student grants to those states which have reciprocity with Pennsylvania.*

While equalization of educational costs to students is impossible to achieve, and perhaps even undesirable, charges must be equitable. Implementation of the recommendations to strengthen student aid programs will contribute toward both program availability and equality of student costs. Aid to institutions, however, is also essential.

The Task Force recommends that:

- *The State Board of Education should seek a special legislative appropriation to finance a system of contracts in Pennsylvania providing direct assistance to institutions to meet specifically defined two-year postsecondary education needs not currently being met. Such contracts may help finance:*

    1. *transitional costs incurred by the institution in increasing its program offerings at the two-year level;*

    2. *expensive "start up" costs of introducing certain career-oriented two-year technical programs;*

    3. *organizational costs of the initial phase of developing an interinstitutional consortium to deliver two-year postsecondary educational programs;*

    4. *developmental costs of designing and building nontraditional instructional delivery systems that will*

bring two-year postsecondary educational opportunities to individuals in geographically isolated areas of the Commonwealth.

- *The General Assembly develop a tax equalization formula to support two-year postsecondary education and make whatever adjustments are necessary to equalize the relative tax burden and, at the same time, to make it possible for local communities to participate, with state funding, in the sponsorship of postsecondary education.*

- *Institutional incentives for capital improvements (e.g., G.S.A. construction or interest-free construction loans) place greater emphasis on renovation of existing facilities and expansion of functions.*

- *The current institutional grant program providing special educational assistance to disadvantaged students (Act 101) be reviewed and, where appropriate, revised to increase institutional flexibility in the administration and operation of such programs and to insure full funding. While not all institutions should attempt to provide special programs for disadvantaged students, those institutions having made this commitment must have the freedom and encouragement to tailor programs for effectiveness in a given institutional setting.*

- *In the allocation of public funds, the first priority must be given to supporting public institutions. The Commonwealth has worked to construct the basic elements essential to a viable system of public higher education and that system must be preserved.*

- *In the allocation of public funds to independent institutions, student-following grants be funded at a level that will, in part, compensate independent institutions for the costs of educating holders of PHEAA need-based grants. The sum of $600 should be awarded to independent institutions for each PHEAA grant recipient enrolled. Such grants are to be administered by the Pennsylvania Higher Education Assistance Agency.*

DUPLICATION

The Task Force noted that the network of postsecondary institutions in the Commonwealth and all other states includes, and should, considerable duplication of programs.

RECOMMENDATIONS

The Task Force recommends that:

- *Institutions take the initiative to reduce or eliminate unnecessary duplication of programs by eliminating programs*

or by consortial, contractual or other agreements where appropriate. The planning regions should be encouraged to accomplish these objectives.

- *The Pennsylvania Department of Education provide each region with sufficient funds to meet the costs of the regional councils if those councils request funds and substantiate their need.*

- *The State Board of Education, within the prerogatives of Act 224 and other legislation, adopt and apply the above criteria to achieve the objectives.*

- *In the spirit of consortial arrangements among institutions and other educational agencies, contractual arrangements be more thoroughly explored as a means to minimize unnecessary duplication of programs.*

OTHER MATTERS

The Task Force recognizes that the proprietary schools have an administrative problem in reporting to the Department of Education. Because of some of the complexities involved in the relationship between proprietary schools and state government, *the Task Force urges that the State Board of Education and the Secretary of Education investigate the reporting problem and take necessary action to provide that all proprietary institutions engaged in two-year postsecondary education report to the same branch of the Department of Education responsible for coordination of other segments of postsecondary education.*

The Task Force also considered recommendations regarding the reporting procedures for area vocational-technical schools which become involved in two-year postsecondary education as defined in this report. *The Task Force recommends that the Secretary of Education address this issue and resolve the problem.*

In the same context, *the Task Force recommends that laws and regulations governing institutional titles be explored and adjusted, as necessary, so the title of any institution can accurately reflect the types of programs for which it is responsible.*

Comments by Task Force Members

COMMENTS BY TASK FORCE MEMBERS

The final draft of the preceding report was written and edited by a subcommittee of the Task Force. At its last meeting the Task Force endorsed the report by an overwhelming majority vote.

The Task Force agreed that any member could submit additional comments to be published with the report in a separate section. It was further agreed that all Task Force members would have the opportunity to review these comments before publication of the report.

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These additional comments are intended to strengthen the Task Force Report on Two-Year Postsecondary Education in Pennsylvania by making several observations concerning possible implementation of suggestions and recommendations contained in the report.

The issue of what constitutes unnecessary duplication of programs is difficult both to define and to administer. An essential ingredient, however, in any determination of possible duplication is an analysis of whether or not either low-income or academically disadvantaged students would be denied an opportunity to enroll and successfully complete a two-year, postsecondary educational program. This analysis is necessary to ensure that in any determination of unnecessary duplication and its avoidance or elimination no adverse effects will occur which would limit student access.

The second major observation is that in any plan drawn up to provide two-year postsecondary education, Act 484 should be seriously considered as the delivery mechanism. A more imaginative and creative use of Act 484 coupled with any necessary alterations in the regulations might serve as the vehicle through which comprehensive, postsecondary educational opportunities could be provided in the Commonwealth.

Two examples of a more effective use of Act 484 have been provided in the Task Force's report; namely, the establishment of consortial or nontraditional community colleges and the organization of a technical institute by an area vocational-technical school. In any plan for the implementation of a consortial community college through Act 484, care must be taken to avoid possible disadvantages. Existing colleges in the consortium need to have a positive attitude toward change and the need for coordination. In order to provide comprehensive services, some expensive programs may need to be offered and thus their costs shared so that a wide range of opportunities will be available.

Of the 28 community college service areas in the Commonwealth, 14 have not witnessed the development of a community college. In at least four of these 14 service areas, a traditional community college might still be warranted. The Erie, York, Lancaster-Lebanon and Chester areas do have a sufficient population and tax base to support such an institution. However, more encouragement could be provided by the state through passage of Senate Bill 1724 (House Bill 2418) which provides for the reimbursement by the Commonwealth of 100 per cent of the operating and capital costs for a new community college during the first year, 90 per cent in its second, 80 per cent in its third, 70 per cent in its fourth, 60 per cent in its fifth, and then 50 per cent for capital expenditures and 33 1/3 per cent for operating expenses in its sixth and subsequent years operation. This would provide these areas with additional encouragement to support comprehensive two-year postsecondary educational opportunities.

Citizens who reside in an area that does not sponsor a community college but reside within a reasonable commuting distance of an existing community college could be more effectively served through existing resources by the passage of chargeback legislation as presently incorporated in Senate Bill 1744. Some of these areas contiguous to community colleges have an insufficient population to support their own institution. Citizens from these areas must pay

double the rate of those citizens residing in a community college district. Chargeback legislation would alleviate this inequity by allowing the citizens from an area without a community college to attend one with the local sponsor's share billed to the student's resident school district. Citizens living within reasonable commuting distance of at least eight of the 14 community colleges would benefit by the passage of this legislation. It would also serve to encourage those districts to sponsor an existing institution. New York, New Jersey and California have chargeback legislation.

Another alternative available through Act 484 is for the Commonwealth to allow those private colleges or university branch campuses the opportunity for a phased conversion to a public community college if they so desire and if it would be advantageous to the citizens of the area.

Contracting represents a further option in the utilization of Act 484. An existing community college could contract for space, staff and/or services with an existing public or private college in an area not now adequately served with two-year programs. This would preserve plurality, institutional identity, as well as ensure the availability in underserved areas of multiple options in a diversity of opportunities using the existing system to its fullest. Thus, a student could attend a community college on a campus of a four-year institution. This provides the maximum utilization of existing facilities and creates a symbiotic relationship beneficial to both.

These comments are compatible with the substance of the report and are offered to enhance the report's objectives of improving the delivery of two-year postsecondary education and, where possible, to use existing resources and mechanisms.

Comments by RAY A. MILLER
President
York College of Pennsylvania

As I review the final draft of the Task Force Report on Two-Year Postsecondary Education I would like to record the following impressions. While they should not be construed as a minority report, they do, however, give my feelings on the final document. I will be brief.

The report talks about the need for educational programs and facilities in sparsely populated areas of the Commonwealth. I think it would have been helpful if we had taken a survey to determine how serious this matter is. I believe the Pennsylvania Association of Colleges and Universities is presently studying the question of duplication of programs and services in the Commonwealth. Possibly, our report should have related more closely to their efforts. Also, contracting is a subject advanced by the Pennsylvania Association of Colleges and Universities in their report, "A Comprehensive Proposal for Financing Higher Education in Pennsylvania."

With these few exceptions, I believe the Task Force Report is a good one.

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